# CHAPTER TWO

## COMMAND AVIATION SAFETY PROGRAMS

Paragraph Page



Appendixes



This chapter describes the Command Aviation Safety Program and lists those naval organizations required to adhere to its requirements.

### 201. GENERAL

A Command Aviation Safety Program consists of written policies, procedures, and plans, coupled with the attitudes and practices which promote aviation safety. Its only purpose is to preserve human lives and material resources and, thereby, to enhance readiness. An effective Command Aviation Safety Program supports the objectives of the Naval Aviation Safety Program. Their goals are parallel: to eliminate hazards and enhance the safety awareness of all hands. To accomplish this we must detect and eliminate hazards, concentrate on safety awareness training, and enforce the highest possible standards of conduct and performance.

### 202. COMMAND AVIATION SAFETY PROGRAM REQUIREMENTS

Those organizations which must establish and maintain a Command Aviation Safety Program are:

a. Aircraft Controlling Custodians as defined in this instruction.

b. Aircraft Reporting Custodians as defined in this instruction.

c. Commands with Aviation Safety Officer (ASO) Billets.

d. Naval and Marine Corps Air Stations.

e. All activities supporting aircraft launch and recovery operations.

203. COMMAND AVIATION SAFETY PROGRAM FUNCTIONS

The success of Naval Aviation Safety programs depends on balancing several elements. Positive leadership, aggressive risk assessment, proactive risk management and the informed, thoughtful, management of the Command Aviation Safety Program itself will ensure the primacy of hazard detection, hazard elimination, and safety education and awareness throughout Naval Aviation. These functions are effective regardless of command size, seniority, mission, or resources.

a. Hazard Detection. Command Aviation Safety Programs shall include procedures to detect hazards. Hazards may exist because of a bad design, improper or unprofessional work or operational practices, poor training or inadequate preparation, out-of-date instructions and publications, or because the environment itself is both demanding and unforgiving. Everyone in the command must be charged with supporting risk management by identifying and reporting hazards to the appropriate authorities.

b. Hazard Elimination. Like hazard detection, hazard elimination is an all-hands effort. Some hazards are readily identifiable and easy to correct. Others, just the opposite. An example of the former is requiring a co-worker without it, to wear the proper protective equipment. An easy fix. An example of the latter is, discovering a design deficiency which causes a part to fail prematurely. The redesign, testing and manufacture of a replacement will prove both costly and time-consuming. The key to hazard elimination is an effective risk management program - one which raises hazard awareness, provides risk controls, and maintains their effectiveness through proper supervision.

c. Safety Education and Awareness. Every command's Aviation Safety Program must contain a safety education and awareness element designed not only to educate its members on

the proper management of safety information, but also teach them how to identify, report, and correct hazards. This educational effort includes the requirement for certain, designated personnel to attend formal U.S. Navy aviation and other safety-related courses of instruction. Unit safety training shall encompass, routinely, all safety subjects, including aeromedical safety, and the principles and practical applications of risk management. Training in the proper management of safety information shall include:

(1) Collection of Safety Information. How to properly receipt and care for safety message traffic, correspondence, publications, films, and other safety materials.

(2) Distribution of Safety Information. How to distribute safety message traffic, safety correspondence, periodicals, and other safety materials. Who is required to attend safety conferences, symposia, committees and councils. The value of liaison with other commands for the purpose of exchanging safety information.

(3) Control of Safety Information. The proper control of certain information is critical to the success of the Naval Aviation Safety Program. This instruction prescribes the proper distribution, handling, use, retention, and release of this information. See paragraph 606d(3) for additional guidance on protection of safety information by AMB members.

204. COMMAND AVIATION SAFETY PROGRAM DIRECTION.

The commander who exhibits a positive attitude toward his/her Aviation Safety Program has already overcome a major obstacle to a successful command aviation safety effort. Establishing clearly defined safety goals and objectives, setting high safety standards, then enforcing them equitably, creating an environment which rewards hazard detection and elimination and promotes safety education and training are equally important elements of a successful Command Aviation Safety Program.

205. COMMAND AVIATION SAFETY PROGRAM ELEMENTS.

Prerequisites for a successful Command Aviation Safety Program include:

a. Command Climate. What concerns leaders absolutely fascinates their subordinates. Knowing this, wise commanders will champion the idea that eliminating hazards through

aggressive risk management is a worthy effort. They will establish clear, achievable goals and they will monitor and reward their command's progress toward those goals. The wise commander intuitively understands the imperative to protect the free flow of safety information at all levels of their command. Successful leaders know that a deep-seated safety awareness, and uncluttered communications channels running up and down the chain of command will foster a genuine sense of ownership of the safety process by all hands and produce, thereby, an effective command safety culture.

b. Command Safety Goals. Commanders should establish a clear set of aviation safety goals and set forth an aviation safety policy which defines how their personnel may attain these goals.

c. Command Safety Organization. Commanders shall describe their command's safety organization, define its requirements, and delineate the functions of each member of their safety organization. They shall assign their flight surgeon or the wing flight surgeon who serves their command with the responsibility for the aeromedical aspects of the Command Safety Program.

d. Aviation Safety Council. Squadrons, air stations, and other large commands shall form an Aviation Safety Council which will set goals, manage assets, review safety-related recommendations, and keep records of their meetings. The council, with the aviation and ground safety officers and the flight surgeon as permanent members, should review command plans, policies, procedures, conditions and instructions to ensure their currency, correctness and responsiveness to safety recommendations.

e. Enlisted Aviation Safety Committee. Enlisted representatives from every work center in the command (including the Medical Department and Aircraft Intermediate Maintenance Department (AIMD)) shall form an Enlisted Aviation Safety Committee. In monthly meetings they shall discuss safety deficiencies and provide recommendations for improving safety practices and awareness. Members shall keep a record of attendance and discussion topics. The commanding officer will respond to their recommendations in a timely manner.

f. Human Factors Review. Commanding officers have two methods by which they may stay apprised of the physical condition, the psychological well-being, the attitudes, and the

motivation of their aircrews. The first is a regular, proactive, informal, human factors review of all officer and enlisted aircrew. The second is a formal review conducted whenever the commanding officer thinks it is necessary. Commanders shall undertake their human factors review process as directed by Joint TYCOM instructions on the subject.

(1) Informal reviews will be conducted by a Human Factors Council that includes, as a minimum, either the commanding or executive officer, the ASO, the operations officer, the training officer, the NATOPS Officer, and the Flight Surgeon. The information generated is for the commanding officer's use only for the enhancement of safety. It shall be kept in confidence and shall not be used for disciplinary or administrative action. No official record or report is required, however, personal notes may be produced and retained by the commanding officer.

(2) Human Factors Boards will conduct a formal review of any area of an aircrew member's performance, training, health, attitude or motivation felt by the commanding officer to be relevant. The Human Factors Board should include, as a minimum, the ASO, Flight Surgeon, and any additional officers of the commanding officer's choosing. The Human Factors Board should be proactive. It is to be convened early on, once a significant problem is discovered. Its goal is to identify the specific problem(s) and provide a course of action for resolution. A formal report with conclusions and recommendations should be produced and forwarded to the commanding officer for determination of final action.

(3) Human Factors Board and Council reports, notes, materials or other work-product shall not be appended or made an enclosure, in whole or part, to any SIR or safety investigation file. The information contained in these documents or gained from interviews with Board or Council members may be used in an SIR. This information would be privileged.

g. Safety Standdown. Commands shall conduct periodic safety standdowns devoted to providing dedicated time for safety training, awareness, and enhancement of the command safety climate.

h. Safety Surveys. Safety surveys should be conducted periodically to assess the command's safety program. These may accomplished internally by squadron personnel, or externally through the services of a sister aviation command, by a

NAVPGSCOL Aviation Safety Officer's class, or a through a formal survey by a COMNAVSAFECEN survey team. Request formal surveys from COMNAVSAFECEN biannually, regardless of any other surveys conducted in the interim.

i. Command and Cultural Assessments. Cultural Workshops provide a tool for commands to gain insight into the attitudes of their members. This voluntary, multi-day workshop format is facilitated by senior reserve aviators. The process is designed to provide a strictly confidential external assist in aiding command leadership in identifying and mitigating risks associated with human behavior. Requests for workshops should be directed to the TYCOM.

j. Safety Training. Commanders shall ensure safety training is conducted and properly documented. Lacking a waiver from higher authority, every effort shall be made to properly train those individuals who occupy a position for which formal safety instruction is mandatory.

k. Exchange of Safety Information. Encourage the exchange of safety information. Require command personnel attend safety council meetings. Liaise with senior staffs, nearby commands, and subordinate activities on safety-related matters. Write safety articles; submit them for publication.

l. Investigation of Suspected Hazards. Investigate and recommend corrective action on all hazards discovered and reported.

m. Reporting of Hazards. The command shall report hazards. It is required by this instruction, OPNAVINST 4790.2G, and other applicable directives. Reporting hazards enhances safety awareness, helps get problems corrected, and improves procedures, processes, and materials.

n. General Safety. The command shall establish the NAVOSH and general safety programs required by OPNAVINSTs 5100.19D, 5100.23E and 5102.1C. These include: Hearing and Sight Conservation, Traffic Safety, Flight Deck and Flight Line Safety, Respiratory Protection, Home Safety, and Hazardous Materials.

o. ANYMOUSE Reporting. All command safety programs shall provide a system for anonymously reporting hazards.

206. AVIATION MISHAP BOARDS

Each aircraft reporting custodian shall maintain at least one standing Aviation Mishap Board (AMB).

a. Appointment of AMBs. The aircraft controlling custodian or the designated appointing authority shall appoint AMB members by name and in writing. On all Class A Mishap Investigations, appoint the senior member from commands not involved in the mishap - preferably from outside the expected endorsing chain. The senior member will be a Naval Aviator or Naval Flight Officer (A commander or lieutenant colonel or above), a graduate of the ASO or Aviation Command Course, or have other suitable training or qualifications acceptable to the aircraft controlling custodian. On other mishaps the senior member may be from the reporting custodian and of any rank senior to the Pilot in Command and Mission Commander. Appendix 2A at the end of this chapter contains a sample appointing letter.

b. Basic AMB Composition. The following applies to AMBs under all conditions, except direct enemy action:

(1) Members of Aviation Mishap Boards shall be drawn from the ranks of commissioned officers on active duty in the U.S. Navy or U.S. Marine Corps. Officers on Exchange Duty from other services (U.S.A. or foreign) may serve on AMBs, but may not be the senior member. Chapter 6 describes the requirements for inter-service participation on AMBs. Enlisted personnel with the rank of E-6 and above may serve on AMBs for UAVs.

(2) Minimum AMB membership shall consist of four officers drawn from the command's standing board: an ASO (NAVPGSCOL ASO course graduate), a flight surgeon, an officer well-qualified in aircraft maintenance, and an officer well-qualified in aircraft operations.

(3) The senior member of each AMB shall be a Naval Aviator or Naval Flight Officer. The senior member of a Class A mishap board has message releasing authority for Mishap Data Reports and SIRs. All other senior member functions will remain the same as outlined in this instruction.

(4) Sometimes an appointing authority may not have enough qualified personnel in the command, may be operating in a remote location, or for other reasons be unable to field a complete AMB. In such cases, one may appoint AMB members from outside the command. For instance, with no flight surgeon

assigned, it is altogether proper to borrow one from another command.

(5) In unusual or complex mishaps, the AMB may benefit from having officers with specific expertise as members. In such cases the senior member should request the appointing authority assign these additional members (a flight deck officer, perhaps, or an aerospace physiologist) to the AMB.

c. Required Changes to Composition of AMBs. The following may require adjustments in the membership of the AMB by the appointing authority, depending on the circumstances of a mishap under investigation:

(1) The senior member of each AMB shall be senior to the pilot in command and mission commander involved. The appointing authority, with the concurrence of controlling custodian, may waive this requirement in isolated cases where compliance would require unreasonable measures.

(2) For manned aircraft mishaps, at least one member of the AMB shall be a pilot who is NATOPS-qualified in the model aircraft involved.

(3) Personnel directly involved in a mishap shall not serve on an AMB conducting an investigation of that mishap.

(4) Members whose personal interest in a mishap might conflict with the objective and impartial performance of their duties shall not serve on the AMB investigating that mishap.

(5) Do not allow someone who may be called upon to endorse the SIR to sit on the AMB investigating the mishap.

d. Insufficient AMB Membership

(1) Sometimes AMB members are involved in mishaps. Address plans for such eventualities (particularly important for detachment operations) in pre-mishap planning.

(2) When, despite their best efforts, appointing authorities find themselves with too few members to constitute a board, they may: request relief or waiver from investigating and reporting the mishap, or request help with the investigation from the controlling custodian. See chapter 6.

207. PRE-MISHAP PLANS

A pre-mishap plan describes - in advance - the steps that must be taken when a mishap occurs. Anticipate all reasonable eventualities and devise measures to cope with them. Deficiencies may be identified through periodic drills designed to ensure the plan's smooth execution when a mishap occurs. A checklist of items to consider when formulating a pre-mishap plan is in appendix 2B at the end of this chapter. While the contents of a pre-mishap plan is largely at the option of the command, plans for Navy and Marine Corps airfields and aircraft operating facilities must address:

a. Coordination with local news media, area law enforcement officials, civil fire and rescue agencies, the Environmental Protection Agency (EPA), and the FAA. Plans for medical services including casualty treatment, evacuation, and retrieval of remains. Liaison with armed forces medical facilities, local civilian medical centers, medical examiners, coroners, and other county, state and federal medical agencies. (Local EPA offices can help notify proper personnel in the event of a mishap, even if the mishap is not in the local area.)

b. Coordination with tenant commands to be sure required support for engineering services, supply, medical assistance, and hazardous material disposal will be available.

c. Coordination with nearby military aviation facilities to clearly describe the geographic boundaries of responsibilities for immediate responses to an aviation mishap

d. Provisions for an immediate telephone report to the reporting custodian of aircraft mishaps within the airfield's area of cognizance. If this is impossible, and a Navy or Marine aircraft is involved, submit an initial Mishap Data Report per this instruction. If the aircraft belongs to another military service, let the nearest activity of the service involved know of the mishap, then notify COMNAVSAFECEN. If the aircraft involved is either a civilian or foreign (military or civilian) aircraft tell the nearest FAA facility, then notify COMNAVSAFECEN.

e. Plans to protect aircraft wreckage so that it remains undisturbed for at least 24 hours. The only exception to this requirement to keep the crash sight inviolate would be to protect life, limb, or property, to facilitate mishap

investigations or to protect the wreckage from loss or further damage.

f. Provisions for explosive ordnance disposal (EOD) services which will render explosives in the aircraft wreckage safe and provide authorized storage facilities. Do not send EOD personnel into a crash site before a qualified mishap investigator has given permission. Valuable evidence may be lost through actions designed to make the area safe.